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AUTHOR Norton, Lee; Simms, Brian
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ABSTRACT

The 1987 annual survey of the state directors of correctional education was designed to gain basic information about correctional education programs provided in the adult and juvenile correctional systems in each state. Of the 82 adult, juvenile, and consolidated state correctional systems in the United States, 49 responded. Additional data were collected from the 1987 American Correctional Association Directory. Statistical procedures determined that the sample was representative of the total population of correctional systems. The two main findings on administrative structure and personnel were that 52 percent were administered through a state department of corrections and most state directors were middle-aged males with long tenure in their positions. Highlights of findings on type and extent of programs provided showed that: General Educational Development test preparation was the only educational program offered to a uniformly high degree across all types of correctional systems; adult correctional systems provided adult basic education at 84 percent of their institutions; and the average percentage of inmate enrollment in the majority of educational programs was low. Among the findings on financial resources were that the average starting salary for an instructor was \$19,667 and that juvenile correctional systems spent a much greater amount of money per inmate. (The instrument is appended.) (YLB)

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The Status of Correctional Education in the United States



A Report of the
1987 Annual Survey
of State Directors
of Correctional
Education

Lee Norion
Brian Simms

1988

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Special appreciation is extended to all state directors of correctional education and their staff members who participated in the survey.

Ray D. Ryan
Executive Director
The National Center for Research
in Vocational Education

EXECUTIVE SUMMARY

The lack of adequate funding for correctional education increases the need to spend funds in an effective manner. This need invokes a greater reliance on and need for information that provides an indication of the effectiveness of program efforts. More data and evaluations are needed at the national, state, system, and institutional levels. In an attempt to develop some of these data and assist in efforts to improve the provision of education in state correctional facilities, the National Corrections Education Consortium, with Correctional Education Association backing, has undertaken the responsibility for developing a survey of the state directors of correctional education to be conducted on an annual basis.

The survey (see Appendix) was designed to gain basic information about correctional education programs provided in the adult and juvenile correctional systems in each state. Specifically, information was sought from these systems in the following areas:

- o the administrative structure and personnel of correctional education systems
- o the type and extent of programs provided by these systems
- o the financial resources devoted to correctional education

Forty-nine of the 82 adult, juvenile and consolidated (adult and juvenile combined) state correctional systems in the U.S. responded to the survey. Additional data on all 82 systems were collected from the 1987 ACA Directory of Juvenile and Adult Correctional Departments, Institutions, Agencies and Paroling Authorities. Statistical procedures were used to determine that the sample is representative of the total population of correctional systems on the number of institutions and inmates in the system.

Regarding the administrative structure and personnel of correctional education systems, the following highlights of the findings are presented:

- o Fifty-two percent of correctional educational systems responding to the survey were administered through a state department of corrections; 20 percent were administered through a state department of youth services; 11 percent were run through a state department of educational, and another 10 percent through a state department of health, human or social services.
- o Most state directors of correctional education in the sample were middle aged males with long tenures in their

position. Eighty-two percent were between the ages of 40 and 59; 80 percent were males; 49 percent had been in their positions for at least 6 years.

Highlights of the findings on the type and extent of programs provided by the correctional systems in the sample include the following:

- o GED preparation is the only educational program offered to a uniformly high degree across all types of correctional systems; the percentage of institutions offering a GED program included 83 percent among juvenile correctional systems and adult systems, and 85 percent among consolidated systems.
- o Juvenile correctional systems also provided chapter 1 and secondary academic programs at 80 percent or more of their institutions.
- o Adult correctional systems provided adult basic education programs at 84 percent of their institutions.
- o The average percentage of inmate enrollment in the majority of educational programs is low.
- o The average percentage of inmate enrollment in juvenile systems, however, is very high for secondary academic programs (94 percent) and relatively high for secondary vocational and chapter 1 programs (60 percent in each).
- o Ninety-seven percent of the correctional education instructors employed by correctional systems in the sample were full-time employees.
- o Based on the types of instructors employed, the juvenile and adult correctional systems in the sample emphasize different types of education; 76 percent of the instructors in juvenile institutions teach high school or special education, whereas 73 percent of the instructors in adult institutions teach vocational education or adult basic education.

The following highlights of the findings on financial resources devoted to correctional education are presented:

- o the average current starting salary for a correctional instructor reported by the correctional systems in the sample is \$19,667 per year.
- o juvenile correctional systems spend a much greater amount of money per inmate (\$7.36) than do adult correctional systems (\$0.51).

BACKGROUND INFORMATION ON CORRECTIONAL EDUCATION

American prisons and juvenile institutions perform a variety of functions beyond the confinement of offenders. One central function of prisons is to provide inmates with educational opportunities in an attempt to reverse behavioral patterns that contribute to their criminality.

Although it is extremely difficult, if not impossible, to prove statistically that educational programs for inmates lead to a reduction in recidivism, it has been well established that failure in school is a highly significant contributing factor to criminal behavior (Polk and Schafer 1972). Juvenile and adult offenders are notably deficient in educational achievement.

In addition, the lack of educational achievement is a major impediment to securing and maintaining meaningful employment. Along with other factors, the inability to hold meaningful employment is a condition that has been shown to exist at a much higher rate among offenders than nonoffenders. For these reasons, it is widely assumed that any possibility of rehabilitation for the majority of offenders requires reversing the patterns of unemployment or intermittent employment in low-paying, unskilled jobs. Educational programs in prisons and juvenile institutions are thus aimed at providing inmates with the skills to help them reverse these patterns or, as with juveniles, to help them avoid these patterns.

Even though educational programs are deemed an important part of rehabilitative efforts for adult and juvenile offenders, the rehabilitative function itself is not the highest priority in the American correctional system. Rather, the four highest priorities for correctional institutions are these: (1) to ensure that inmates remain confined in the facility (unless they are on work release or furlough); (2) to protect each inmate from physical harm by other inmates; (3) to provide each inmate with the basic needs for adequate shelter, food, and clothing; (4) to ensure adequate health care, as needed, for any inmate. Rehabilitation efforts thus rank no higher than fifth on the scale of priorities for correctional institutions.

Furthermore, education may not be viewed by all correctional personnel as the most important rehabilitation program, at least not for all inmates. Other programs geared toward rehabilitation such as psychological counseling, counseling for alcohol and drug abuse, and so forth also may be deemed as highly important to reversing patterns of criminality among many inmates.

Within state government, funding for corrections generally attains a lower priority than funding for more politically popular state functions such as public education, highway construction, and so forth. Furthermore, money that is allotted for activities, personnel, facilities, and equipment associated with the

aforementioned higher priorities of correctional institutions takes precedence over funding for rehabilitative programs. Finally, correctional education must compete with other rehabilitative programs for remaining funds.

For all these reasons, the amount of funds available for educational programs in correctional institutions is limited. Most correctional educators agree that the money available is inadequate for pursuing even the basic goals of correctional education. Also, there is variation among the 82 separate state correctional systems for adult and juvenile offenders across the 50 states and the District of Columbia (32 systems for adults only, 31 for juveniles only, and 19 for both) in the amount of money spent per inmate on education.

This raises several questions. For example, what factors account for this variation? Is the level of centralization of a state correctional system (its inmate-institution ratio) significantly related to the extent of its programming in correctional education? Is the level of centralization significantly related to the money spent per inmate on correctional education? These questions currently cannot be answered because there is no national database of statistics on correctional education in state institutions. The lack of a national database leads to an inability on the part of individual states and correctional systems to know where they stand with regard to the expenditure of funds, extent of programming, and so forth in comparison to other states and correctional systems and against a national average.

The lack of adequate funding for correctional education increases the need to spend funds in an effective manner. This need invokes a greater reliance on and need for information that provides an indication of the effectiveness of program efforts. More data and evaluations are needed at the national, state, system, and institutional levels. In an attempt to develop some of these data and assist in efforts to improve the provision of education in state correctional facilities, the National Corrections Education Consortium, with Correctional Education Association backing, has undertaken the responsibility for developing a survey of the state directors of correctional education to be conducted on an annual basis.

THE 1987 SURVEY OF THE STATE DIRECTORS OF CORRECTIONAL EDUCATION

The idea of developing an annual survey was first discussed at a forum for the state directors conducted in July 1986 by the National Corrections Education Consortium in conjunction with the Correctional Education Association. The idea of an annual survey was strongly endorsed by the leadership of the state directors. The first draft of the survey was developed during Autumn 1986. A revised draft was prepared during Spring 1987. The revised draft was reviewed by the four state directors of correctional education who comprise the consortium.

Purpose

The survey (see Appendix) was designed to gain basic information about correctional education programs provided in the adult and juvenile correctional systems in each state. Specifically, information was sought from these systems in the following areas:

- o the administrative structure and personnel of correctional education systems
- o the type and extent of programs provided by these systems
- o the financial resources devoted to correctional education

Data Collection and Preparation

The survey was initially mailed to the state director of correctional education for each of the 82 separate state correctional systems across the country. The reason there are more state correctional systems than there are states is that 30 states and the District of Columbia have separate adult and juvenile correctional systems. Nineteen states operate combined or consolidated adult-juvenile systems, although adult and juvenile offenders are housed separately. A consolidated system is one that operates the institutions for adults and juveniles under one central administration and has a single operational budget. The state of Vermont operates an adult system only and leaves the handling of juvenile offenders to local authorities. Thus, there is one less juvenile-only system (31) than adult-only system (32) nationally. Figure 1 graphically depicts states with the consolidated and non-consolidated systems.

A second mailing of the survey was sent to each state director who failed to respond to the initial mailing by the end of August. A cover letter stressing the importance of obtaining a high response rate for the purpose of securing a representative sample accompanied this mailing. At the end of September, a final

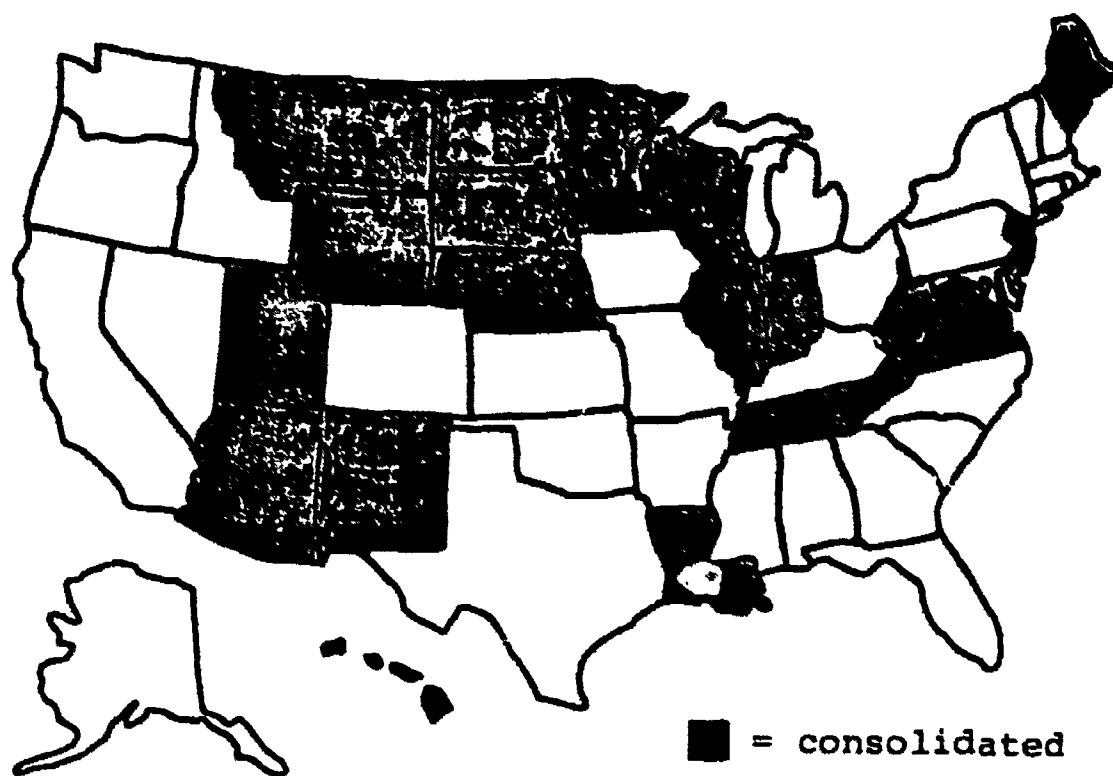


Figure 1. States that operate consolidated (adult-juvenile combined) correctional systems.

letter requesting completion and return of the survey was mailed to each state director who had not responded. These efforts resulted in a response rate of 60 percent (49 of the 82 systems completed and returned a survey). Response rates for the different types of systems included 56 percent (18 out of 32) for the adult, 55 percent (17 out of 31) for the juvenile, and 74 percent (14 out of 19) for the consolidated systems.

In addition to the data obtained from the survey, additional data on the number of inmates (average daily population in 1986) across all institutions within each of the 82 systems were collected from the 1987 American Correctional Association Directory of Juvenile and Adult Correctional Departments, Institutions, Agencies and Paroling Authorities (Travisano 1987). Data on the total number of institutions within each system were also recorded from the Directory for each of the 33 systems that did not complete a survey. Data on the number of institutions and inmates per system allowed us to use these two variables to examine the representativeness of the sample.

A procedure was conducted whereby the total population of correctional systems was compared with the correctional systems in the survey sample, by type of system, on two variables: (1) the number of institutions per correctional system and (2) the

inmate-institution ratio per correctional system. In other words, for adult correctional systems the total number of these systems in the nation (N=32) was compared with the number of these systems in the survey sample (N=18) on the two variables indicated. A similar comparison was made within juvenile systems and within consolidated systems. Altogether, therefore, six comparisons were made--comparisons on two variables for each of the three different types of correctional systems.

Each comparison consisted of cross-tabulating the variable in question with the survey sample and total population and calculating a chi-square test of independence between the two. If the variable in question and the sample-total population factor are found to be dependent on one another, this is evidence that the sample is significantly different from the total population on the variable in question. If the variable in question and the sample-total population factor are found to be independent of one another, then it can be stated with a certain degree of confidence (depending on the confidence interval chosen) that the sample and total population are not significantly different on the variable in question.

When these comparisons were made, it was found that it could be stated with a high degree of confidence or certainty that the survey sample and the total population within each type of system were not significantly different from one another in either the number of institutions or inmate-institution ratio per correctional system. For the number of institutions, the degree of confidence or certainty is 99.5 percent for the juvenile systems, 95 percent for the adult systems, and 99 percent for the consolidated systems. For the inmate-institution ratio, the degree of confidence or certainty is 95 percent for the adult and consolidated systems and 90 percent for the juvenile systems. Table 1 shows the number and percentage of correctional institutions in the survey sample for each type of institution.

TABLE 1

THE PERCENTAGE OF STATE CORRECTIONAL INSTITUTIONS
REPRESENTED IN THE SURVEY BY TYPE OF CORRECTIONAL SYSTEM

Type of Correctional System	Number of State Institutions Represented in the Survey	Total Number of State Institutions in U.S.	Survey % of Total
Juvenile	204	386	52.8%
Adult	378	540	70.0%
Consolidated	158	250	63.2%
Totals	740	1,176	62.9%

Following data collection, a codebook was developed for recording the data. The recorded data were then punched directly onto a computer file. Data on open-ended survey questions were tabulated separately and grouped according to similarity of responses. A SAS program was developed for analyzing the data in the computer file. Frequencies were run on each variable, and an error check was conducted on all data. Errors in data punching did not exceed 1 percent of the total data punched. All errors were corrected and a clean set of frequencies were run.

Several variables that are used extensively in the analysis were created from the data set. The extent of programming across institutions was created by dividing the number of institutions in a correctional system providing a particular educational program by the total number of institutions in that system. The resulting figure is the percentage of the system's institutions that provide the particular type of educational program. The extent of programming across inmates was created by dividing the number of inmates in a correctional system participating in a particular type of educational program by the number of inmates (the average daily population for 1986) in that system. The resulting figure is the percentage of the system's inmates who participate in the particular type of educational program.

The money spent per inmate for correctional education in 1986 was created by dividing a correctional system's total 1986 budget for correctional education by the number of inmates (the average daily population for 1986) in that system. The level of centralization in housing the inmate population of a correctional system, or inmate-institution ratio that was referred to previously in the discussion on examining the representativeness of the sample, was created by dividing the number of inmates in a correctional system by the number of institutions in that system. The procedures for creating all four of these variables were conducted for each correctional system in the sample.

Because this is a survey and not an experimental or quasi-experimental study, the analysis procedures consisted primarily of examining the range and mean for each variable. A small number of correlations were run to examine the relationships between several pairs of variables. The reader is cautioned, however, not to draw any erroneous conclusions regarding causality among the variables in the survey. It would be incorrect to assume that any variable in the survey caused another variable to occur.

Data on Correctional Systems

The remainder of this report is devoted to the presentation and discussion of findings from the survey. Before presenting the findings, however, the following background data on correctional systems in the United States are provided. The mean number of institutions, the mean number of inmates, and the mean inmate-institution ratio per type of correctional system

(juvenile, adult, or consolidated) are presented in tables 2, 3, and 4 respectively. Data are presented for both the total population of correctional systems and the correctional systems in the survey sample.

TABLE 2

THE AVERAGE NUMBER OF INSTITUTIONS PER CORRECTIONAL SYSTEM
IN THE TOTAL POPULATION AND SURVEY SAMPLE

<u>Type of Correctional System</u>	<u>Total Population</u>		<u>Survey Sample</u>	
	<u>Pop. N</u>	<u>Pop. Mean</u>	<u>Sample N</u>	<u>Sample Mean</u>
Juvenile	31	12.45	17	12.00
Adult	32	16.88	18	21.00
Consolidated	19	13.16	14	11.29
Total	82	14.34	49	15.10

TABLE 3

THE AVERAGE NUMBER OF INMATES PER CORRECTIONAL SYSTEM
IN THE TOTAL POPULATION AND THE SURVEY SAMPLE

<u>Type of Correctional System</u>	<u>Total Population</u>		<u>Survey Sample</u>	
	<u>Pop. N</u>	<u>Pop. Mean</u>	<u>Sample N</u>	<u>Sample Mean</u>
Juvenile	29	944	15	576
Adult	32	10,463	18	13,876
Consolidated	18	5,219	13	5,033
Total	79	5,774	46	7,040

TABLE 4

THE AVERAGE NUMBER OF INMATES PER INSTITUTION BY TYPE OF CORRECTIONAL
SYSTEM IN THE TOTAL POPULATION AND THE SURVEY SAMPLE

<u>Type of Correctional System</u>	<u>Total Population</u>		<u>Survey Sample</u>	
	<u>Pop. N</u>	<u>Pop. Mean</u>	<u>Sample N</u>	<u>Sample Mean</u>
Juvenile	29	117	15	122
Adult	32	669	18	688
Consolidated	18	364	13	386
Total	79	397	46	418

FINDINGS

The findings are presented for the three areas that were noted earlier: (1) administrative structure and personnel, (2) type and extent of programs provided, and (3) financial resources. Findings from the correlation analysis are also presented in this section of the report. Following the presentation of findings, a few brief comments will be offered concerning the 1987 survey and future surveys.

Correctional education systems are located in a variety of state departments.

TABLE 5

STATE DEPARTMENTS ADMINISTERING CORRECTIONAL EDUCATION SYSTEMS

<u>State Department</u>	<u>Number of Respondents*</u>	<u>Percentage</u>
Corrections	43	52%
Youth Services	16	20%
Education	9	11%
Corrections and Education	4	5%
Youth Services and Education	2	2%
Health, Human, or Social Services	8	10%
Total	82	100%

*Information on this variable for nonresponding correctional systems was drawn from the 1987 ACA Directory of Juvenile and Adult Correctional Departments, Institutions, Agencies and Paroling Authorities.

Very few central office staff carry out activities related to correctional education.

Of the 44 correctional education directors who responded to question two in part B of the survey, 94 percent stated that fewer than 6 persons in central office are involved with correctional education. Many of these correctional education directors (41 percent) indicated that only one administrator at the central

office level dealt with their educational system. The Windham School System, the adult correctional system in Texas has 39 persons involved at the central office level.

State directors are middle-aged males with long tenures in their position.

TABLE 6
DEMOGRAPHIC CHARACTERISTICS OF STATE DIRECTORS

<u>Age</u>	<u>Number of Respondents</u>	<u>Percentage</u>
30-39 years	6	12%
40-49 years	25	51%
50-59 years	15	31%
60 or more years	<u>3</u>	<u>6%</u>
	49	100%
<u>Sex</u>		
Females	10	20%
Males	<u>39</u>	<u>80%</u>
	49	100%
<u>Tenure in Position</u>		
Less than 2 years	6	12%
2-5 years	19	39%
6-10 years	13	27%
11-15 years	8	16%
Over 15 years	<u>3</u>	<u>6%</u>
	49	100%

Correctional education directors possess a variety of prior work experience.

Over one-half (51 percent) of the 49 state directors responding to the survey had 10 years' or less experience in correctional education. Specifically, 1 individual (2 percent) had less than 2 years' experience, 13 persons (27 percent) had 2-5 years' experience, and 10 directors (20 percent) had 6-10 years' experience. In addition, 14 persons (29 percent) held 11-15 years' experience in the area, whereas while another 18 percent (9 persons) worked in the field for 16-20 years. Apart from correctional education experience, 33 percent (15 out of 45

respondents) stated that they were institutional administrators prior to accepting their current position as state directors.

Forty-three state directors out of 47 (92 percent) said that their prior educational experience entailed noncorrectional activities. For example, some (26 persons) were noncorrectional instructors, others (14 persons) were noncorrectional school administrators, and a few (3 persons) were administrators in another state department.

GED preparation is the only educational program offered to a uniformly high degree across all types of correctional systems.

TABLE 7

AVERAGE PERCENTAGE OF INSTITUTIONS OFFERING VARIOUS EDUCATIONAL PROGRAMS FOR EACH TYPE OF CORRECTIONAL SYSTEM

<u>Educational Program</u>	<u>Juvenile Systems</u>	<u>Adults Systems</u>	<u>Consolidated Systems</u>
Adult Basic Education	0%	84%	62%
Chapter I	80%	35%	41%
Voluntary Literacy	0%	56%	60%
Mandatory Literacy	0%	28%	7%
Secondary Vocational	62%	60%	34%
Postsecondary Vocational	6%	26%	48%
GED Preparation	83%	83%	85%
Secondary Academic	82%	36%	60%
Postsecondary Academic	2%	39%	42%
Apprenticeship	1%	25%	17%

In general, there is a very wide percentage range of institutions offering each type of course in each type of system.

TABLE 8

RANGE OF PERCENTAGES OF INSTITUTIONS OFFERING VARIOUS EDUCATIONAL PROGRAMS FOR EACH TYPE OF CORRECTIONAL SYSTEM

<u>Educational Program</u>	<u>Juveniles Systems</u>		<u>Adult Systems</u>		<u>Consolidated Systems</u>	
	<u>Low</u>	<u>High</u>	<u>Low</u>	<u>High</u>	<u>Low</u>	<u>High</u>
Adult Basic Education	*	*	25%	100%	0%	100%
Chapter 1	0%	100%	0%	100%	0%	100%
Voluntary Literacy	*	*	0%	100%	0%	100%
Mandatory Literacy	*	*	0%	100%	0%	74%
Secondary Vocational	0%	100%	0%	100%	0%	100%
Postsecondary Vocational	0%	87%	0%	83%	0%	100%
GED Preparation	44%	100%	0%	100%	30%	100%
Secondary Academic	0%	100%	0%	100%	0%	100%
Postsecondary Academic	0%	26%	0%	100%	0%	81%
Apprenticeship	0%	17%	0%	100%	0%	100%

* There is no range because no institutions within this type of system offer this type of program.

The average percentage of inmate enrollment in the majority of educational programs is low.

The average percentage of inmate enrollment in juvenile systems is very high for secondary academic programs and relatively high for secondary vocational and chapter 1 programs.

TABLE 9

AVERAGE PERCENTAGE OF INMATES ENROLLED IN VARIOUS EDUCATIONAL PROGRAMS FOR EACH TYPE OF CORRECTIONAL SYSTEM

<u>Educational Program</u>	<u>Juvenile Systems</u>	<u>Adults Systems</u>	<u>Consolidated Systems</u>
Adult Basic Education	0%	11%	8%
Chapter 1	60%	3%	3%
Voluntary Literacy	0%	4%	5%
Secondary Vocational	60%	8%	9%
Postsecondary Vocational	*	4%	9%
GED Preparation	24%	9%	10%
Secondary Academic	94%	6%	12%
Postsecondary Academic	*	5%	7%

* The number of juvenile systems providing data on this type of program is so small that reporting a percentage would be misleading.

Inmate enrollment never exceeds 41 percent of a system's institutions for any type of educational program offered in adult or consolidated correctional systems.

There is complete inmate enrollment in some juvenile systems for secondary academic, secondary vocational, and/or chapter 1 educational programs.

TABLE 10

RANGE OF PERCENTAGES OF INMATES ENROLLED IN VARIOUS EDUCATIONAL PROGRAMS FOR EACH TYPE OF CORRECTIONAL SYSTEM

<u>Educational Program</u>	<u>Juveniles Systems</u>		<u>Adult Systems</u>		<u>Consolidated Systems</u>	
	<u>Low</u>	<u>High</u>	<u>Low</u>	<u>High</u>	<u>Low</u>	<u>High</u>
Adult Basic Education	*	*	2%	33%	1%	20%
Chapter 1	20%	100%	1%	16%	1%	6%
Voluntary Literacy	*	*	1%	10%	1%	10%
Secondary Vocational	6%	100%	2%	23%	3%	17%
Postsecondary Vocational	**	**	0%	11%	3%	33%
GED Preparation	1%	86%	1%	41%	5%	21%
Secondary Academic	82%	100%	1%	16%	1%	28%
Postsecondary Academic	**	**	1%	10%	2%	13%

* There is no range because no institutions within this type of system offer this type of program.

** The number of juvenile systems providing data on this type of program is so small that reporting a range would be misleading.

Most correctional education instructors are full-time employees.

Forty-six of the 49 state directors who responded to the survey indicated the number of instructors they employed in their system. These directors reported 7509 instructors in total. Almost all of these instructors (97 percent) were full-time employees.

Based on the types of instructors employed, juvenile and adult correctional systems emphasize different types of education; one-half of the instructors in juvenile systems are high school instructors and another one-fourth teach special education; in adult institutions, 73 percent of the instructors teach vocational education or adult basic education.

TABLE 11

PERCENTAGE OF ALL INSTRUCTORS BY TYPE OF
INSTRUCTOR FOR EACH TYPE OF CORRECTIONAL SYSTEM

<u>Type of Instructor</u>	<u>Juvenile Systems</u>	<u>Adults Systems</u>	<u>Consolidated Systems</u>
Adult Basic Education	0.0%	33.6%	21.7%
High School	50.5%	19.1%	26.7%
Vocational Education	15.1%	39.1%	33.7%
Special Education	25.6%	3.8%	11.3%
Chapter 1	<u>8.8%</u>	<u>4.4%</u>	<u>6.6%</u>
All Instructors	100.0%	100.0%	100.0%

Consolidated correctional systems have somewhat lower inmate-pupil to instructor ratios than do adult or juvenile systems.

Juvenile correctional systems have a higher inmate-pupil to instructor ratio than adult systems for chapter 1 programs but a lower ratio for secondary academic instruction.

TABLE 12

NUMBER OF INMATE-PUPILS PER INSTRUCTOR FOR VARIOUS TYPES OF
INSTRUCTION IN DIFFERENT TYPES OF CORRECTIONAL SYSTEMS

<u>Educational Program</u>	<u>Juvenile Systems</u>	<u>Adults Systems</u>	<u>Consolidated Systems</u>
Adult Basic Education	*	22	19
Chapter 1	46	36	17
Vocational (Secondary and Postsecondary)	**	22	16
Academic (Secondary)	11	24	8

* Juvenile systems do not offer adult basic education instruction.

** The number of juvenile systems providing data on this variable for vocational instruction is so small that reporting a ratio would be misleading.

Correctional instructors generally work year-round and receive an average annual starting salary of \$19,667.

Eighty-seven percent of the instructors employed by the correctional systems in the sample must work a 12-month school year as opposed to the 9-month school year typically enjoyed by noncorrectional teachers. In regard to educator salaries, 9 percent of the responding correctional systems indicated that their 12-month teachers earned a beginning salary of \$15,000 or less per year. Over one-half of the responding systems (51 percent) reported a starting salary for new 12-month teachers between \$15,001 and \$20,000. Another 37 percent indicated a starting salary for 12-month teachers ranging from \$20,001 to \$30,000. Only one system, California's adult correctional system, reported a starting salary for 12-month teachers in excess of \$30,000. The average starting salary for 12-month instructors was \$19,667.

Juvenile correctional systems spend a much greater amount of money per inmate on education than do adult correctional systems.

TABLE 13

AVERAGE AMOUNT OF MONEY SPENT PER INMATE ON EDUCATION
IN DIFFERENT TYPES OF CORRECTIONAL SYSTEMS

Type of Correctional System	Average Amount Spent Per Inmate
Juvenile	\$7.36
Consolidated	\$0.92
Adult	\$0.51
All Systems	\$2.57

What has been the effect of the 1 percent set-aside funds provided by the Carl Perkins Act for correctional education?

The general consensus among state directors of adult, juvenile, and consolidated correctional education systems is that the 1 percent set-aside funds provided by the Perkins Act has produced several positive results. Of the 17 state directors supervising adult programs, only five stated that the funds failed to affect their correctional education programs. The remainder indicated that monies from the set-aside were received by their states and were put to good use. For example, several states purchased new equipment with their funds in order to update vocational program equipment. Other states bought computer equipment with the intent of beginning computer courses for inmates.

State directors overseeing consolidated educational systems made similar remarks to the state directors of adult systems. Of the 10 respondents, 8 reacted favorably to the set-aside funds. State directors in these systems said the funds were used to update antiquated equipment, begin new courses, or pay teacher salaries. State directors of juvenile correctional education systems were not as favorable toward the set-aside funds. Seven out of the 13 juvenile state directors said the set-aside funds had little or no effect on their programs. Some stated that they received no funds. Others felt the portion of the set-aside funds they received was not adequate enough to make an impact on their system. On the positive side, some juvenile state directors implemented community-based educational programs and updated vocational equipment.

Correlation Analysis

Correlation analysis was performed to examine the relationships between the following pairs of variables:

- o The inmate-institution ratio and inmate extent of programming
- o The average total inmate population and the amount of money spent per inmate on correctional education
- o The inmate-institution ratio and the amount of money spent per inmate on correctional education

The reader is cautioned on several counts. First, a significant relationship between two variables does not indicate causality. It should not be assumed that either variable necessarily caused the other to occur. Second, although we may speculate upon the possible reasons for an existing significant relationship for the purpose of providing the reader with something to think about,

there is nothing in the correlation analysis itself that indicates why the significant relationship exists.

Finally, because the correlation procedure requires that complete data exist on both variables under analysis in order for a case to be included in the analysis, the number of cases upon which a given relationship is based is, in some instances, lower than the total number of cases in the sample. This is particularly true for the juvenile and consolidated correctional systems. Of the 17 juvenile systems in the sample, several did not provide complete data on one or more of the variables under examination, and, thus, most of the correlations are based on an N of 10 not 17. Similarly, missing data among the 14 consolidated systems in the sample reduced the N upon which most of these correlations are based to 9. Most of the correlations on the adult systems are based on an N of 16 systems, down only 2 from the sample N of 18. For all of these reasons, the correlation analysis findings should be viewed tentatively.

Inmate-Institution Ratio and Inmate Extent of Programming

Table 14 shows that there were three significant relationships between the inmate-institution ratio and inmate extent of programming. This relationship was significant for secondary vocational and secondary academic programs in juvenile correctional systems and for chapter 1 programs in consolidated systems. Since the data for both variables run from low to high, the negative correlations for secondary vocational and secondary academic programs in juvenile systems means that a larger number of inmates per institution in these systems is associated with a smaller percentage of inmate enrollment in these programs. On the other hand, the positive correlation for chapter 1 programs in consolidated systems indicates that a larger number of inmates per institution in those systems is associated with a larger percentage of enrollment in that program.

TABLE 14

CORRELATION OF INMATE-INSTITUTION RATIO AND INMATE
EXTENT OF PROGRAMMING

<u>Educational Program</u>	<u>Juvenile Systems</u>	<u>Adults Systems</u>	<u>Consolidated Systems</u>
Adult Basic Education	*	r = -.38	r = -.38
Chapter 1	r = -.56	r = -.39	r = .71***
Voluntary Literacy	*	r = -.51	r = -.68
Mandatory Literacy	**	**	**
Secondary Vocational	r = -.71***	r = -.03	r = .57
Postsecondary Vocational	**	r = -.68	r = -.23
GED Preparation	r = -.36	r = -.36	r = -.47
Secondary Academic	r = -.78***	r = .02	r = -.46
Postsecondary Academic	**	r = -.04	r = -.01
Apprenticeship	**	**	**

* Juvenile systems do not offer this type of educational program.

** There were not enough data on this type of educational program to calculate a correlation.

*** The relationship is significant at $p \leq .05$ level.

There are several ways of looking at the relationship between these two variables. One could hypothesize that a higher inmate-institution ratio would result in a greater percentage of inmate enrollment due to the fact that there would be a larger pool of inmates within any given facility from which to draw a classroom full of students. On the other hand, it could alternatively be hypothesized that a higher inmate-institution ratio would result in a lesser percentage of inmate enrollment because a high inmate-institution ratio may be indicative of institutional crowding, a condition that can reduce the amount of space available for providing educational programs and cause longer waiting lists for getting into educational programs that have a limited number of spaces. This latter condition may be particularly true for juvenile systems that often are required to operate under state public education laws limiting the number of students that can be enrolled in a class. A third hypothesis could be that the conditions necessary for causing both a greater and lesser percentage of inmate enrollment exist, yet negate one another, resulting in a nonsignificant relationship between the inmate-institution ratio and the extent of enrollment in educational programs.

Inmate-Institution Ratio and Money Spent
per Inmate on Correctional Education

As can be seen in table 15, the relationship between the inmate-institution ratio and the amount of money spent per inmate on correctional education is significant only in adult correctional systems. Since the data for both variable run from low to high, the positive correlation between them indicates that in adult systems a larger number of inmates per institution is associated with a greater amount of money spent per inmate on correctional education.

TABLE 15

CORRELATION OF INMATE-INSTITUTION RATIO AND MONEY SPENT
PER INMATE ON CORRECTIONAL EDUCATION

<u>Juvenile Systems</u>	<u>Adult Systems</u>	<u>Consolidated Systems</u>
$r = .17$	$r = .53^*$	$r = .18$

* Relationship is significant at $p \leq .05$ level.

Again, there are several ways of viewing the relationship between these two variables. It could be hypothesized that a greater inmate-institution ratio would result in less money spent per inmate due to the economies of scale of being able to serve more inmates within each facility. On the other hand, as was mentioned previously, a greater inmate-institution ratio could be indicative of institutional crowding, which could reduce the percentage of inmate enrollment in educational programs for the reasons mentioned, resulting in less money being spent per inmate on correctional education. Or, again, both conditions could be operating to offset one another, resulting in a nonsignificant relationship between the inmate-institution ratio and the amount of money spent per inmate on correctional education.

Average Total Inmate Population per
Correctional System and Money Spent
per Inmate on Correctional Education

Table 16 shows that the relationship between the average total inmate population per correctional system and the amount of money spent per inmate on correctional education is significant only in adult correctional systems. Since the data for both variables run from low to high, the positive correlation between them indicates that in adult systems a larger system population is associated with a greater amount of money spent per inmate on correctional education.

TABLE 16

CORRELATION OF AVERAGE TOTAL INMATE POPULATION PER CORRECTIONAL SYSTEM AND MONEY SPENT PER INMATE ON CORRECTIONAL EDUCATION

<u>Juvenile Systems</u>	<u>Adult Systems</u>	<u>Consolidated Systems</u>
$r = -.28$	$r = .69^*$	$r = .09$

* Relationship is significant at $p \leq .05$ level.

It is not clear that there are any logical hypotheses that can be made about the relationship between these two variables. Correctional systems with large numbers of inmates are apt to have larger total corrections budgets, but they also must allocate more money to each of the higher priority areas; there is no reason, therefore, that a larger total corrections budget should necessarily result in a greater amount of money spent per inmate on correctional education. It is interesting to note that, although not significant, the relationship between these two variables for the juvenile correctional systems in the analysis is negative, indicating that a larger system population is associated with a lesser amount of money spent per inmate on correctional education in these systems.

COMMENTS REGARDING THE 1987 SURVEY AND FUTURE SURVEYS

The greatest problem encountered in conducting the 1987 survey was achieving a high response rate. If we were conducting a survey of some entity when there were thousands of potential respondents, such as county governments, then a 60 percent response rate would be sufficient so long as it was representative of all counties in the United States. When there are only 82 possible respondents, however, it becomes very important for a high response rate to be achieved. This is true for two reasons. First, the smaller the possible number of respondents, the more difficult it is to achieve a representative sample with a low response rate. Second, the smaller the sample, the more difficult it becomes to look at the relationship between variables. There comes a point at which certain types of analysis simply cannot be conducted if the number of usable cases in the analysis becomes too low. This problem was encountered during the 1987 survey data collection.

A second major problem was the inability to separate the data in a consolidated system into adult and juvenile system information. Although the consolidated systems operate correctional education for both adults and juveniles they generally keep the information for the two populations separate and combined. Data received from a consolidated system that combines adults and juvenile programs is really of no utility to an analysis of the provision of correctional education in state institutions. It furthermore makes the writing and reading of the report more difficult. It would make much more sense to talk about the provision of correctional education across 51 adult and 50 juvenile systems throughout the country.

The third major problem was an inability to elicit complete and accurate data from several respondents in the following areas:

- o Type and number of instructional staff
- o Total current enrollment in various educational programs
- o Total number of certificates of completion in various educational programs in 1986
- o The subcategories of funding correctional education for fiscal year 1986

In an effort to improve future surveys we intend to do the following:

- o Pursue a variety of techniques for increasing the survey response rate including working with the state directors organization to maintain a current list of the state directors of correctional education (SDCE), mailing the 1988 survey out earlier in the calendar year, and

soliciting completions of the survey by telephone and mail.

- o Ask the state directors of consolidated correctional systems to provide separate data on adult and juvenile populations and educational programs. It can still be noted that there are adult or juvenile subsystems within consolidated systems so that comparisons can be made between adult-only and adult-within consolidated systems and between juvenile-only and juvenile-within consolidated systems.
- o Work with the state directors organization to develop better questions and an accurate and more comprehensive listing of response categories in the problem areas of the survey cited above.

The annual survey report can become a highly useful document. With continual accurate and complete data from all of the state directors, we will be able to analyze the current year's data and trends in the data across several years. The process has begun toward building an immense data-base that should prove to be of tremendous utility to the field of correctional education.

APPENDIX

1987 ANNUAL SURVEY OF THE STATE DIRECTORS OF CORRECTIONAL EDUCATION

Instructions:

This survey is to be completed only by State Directors of Correctional Education. Other readers of the newsletter may keep the survey for future reference when results of the survey are reported in a forthcoming newsletter.

The function of the survey is to collect basic data about the extent of education programs provided to offenders in each of the states and to identify the programmatic needs and legislative concerns of correctional education administrators on an annual basis. It is hoped that the information can assist national and state decision makers in developing more effective correctional education policy.

We would appreciate it if all State Directors of Correctional Education would fill the survey out and return it to the National Center for Research in Vocational Education, The Ohio State University, during the month of July. After completing the survey simply fold it into thirds using the dotted lines as a guide, staple it and drop it in the mail. Make sure when you fold the survey that the stamped, self addressed third of the back page of the survey is on the outside.

It is important to note that the survey is not set in stone. It can and may change from year to year. The Consortium does not presume to know the structural and procedural differences between states in administering their correctional education programs. If any survey questions are not phrased in a way that makes it appropriate for you to report on your state's activities, then you need to inform the Consortium so that the survey can be modified accordingly. Also, if you feel that certain survey questions tap irrelevant information, or if any important questions have been omitted, please address your concerns to the Consortium.

Thank you very much for putting in the time and effort to complete this survey.

A. Demographic Information

1. Name _____
2. Title _____
3. Organization _____
4. Street _____
5. City, State, Zip _____
6. Phone Number _____
7. Age _____ under 30 _____ 30-39 _____ 40-49 _____ 50-59 _____ 60 or older
8. Sex _____ female _____ male
10. Length of time in present position
 _____ less than 2 years _____ 2-5 years _____ 6-10 years _____ 11-15 years
 _____ 16-20 years _____ more than 20 years
11. Length of time in correctional education
 _____ less than 2 years _____ 2-5 years _____ 6-10 years _____ 11-15 years
 _____ 16-20 years _____ more than 20 years
12. Do you have other work experience in education? _____ yes _____ no
 12a. (If yes), specify position(s) _____

13. Do you have other work experience in corrections? _____ yes _____ no
 13a. (If yes), specify position(s) _____

B. State Level Administration of Correctional Education

1. Type of clientele (check the most appropriate)
 _____ Adult _____ Juvenile _____ Both
2. Number of administrators in central office directly involved in correctional education _____
3. Is correctional education in your state administered through the (check one):
 _____ State Department of Corrections
 _____ State Department of Education
4. Do you operate a chartered school district? _____ yes _____ no

5. How many state-operated correctional facilities are there in your state? _____

C. Program Level Administration of Correctional Education

1. How many full and part-time staff members are employed in each of the following instructional categories (across all state institutions)?

Instructional Staff	Number of Full-time Staff	Number of Part-time Staff
adult basic education instructors	_____	_____
high school instructors	_____	_____
vocational instructors	_____	_____
special education instructors	_____	_____
chapter 1 instructors	_____	_____
teaching supervisors	_____	_____

2. What is the current starting per annum salary for both 9 month and 12 month teachers?

_____ 12 month teachers
_____ 9 month teachers

3. Do teachers have an option to teach 9 or 12 months? ____ yes ____ no

4. By what organization are teachers employed?

_____ the State Department of Corrections
_____ the local school district
_____ the State Department of Education

5. Please provide the following information for each type of correctional education program operated in state correctional institutions:

Program	Number of state institutions operating a program	Total current enrollment in program across all institutions	Total number of certificates or completions in program across all institutions in 1986
Adult Basic Education	_____	_____	_____
Chapter 1	_____	_____	_____
Literacy (voluntary)	_____	_____	_____
Literacy (mandatory)	_____	_____	_____
Vocational (secondary)	_____	_____	_____
Vocational (postsecondary)	_____	_____	_____
GED Preparation	_____	_____	_____
Academic (secondary)	_____	_____	_____
Academic (postsecondary)	_____	_____	_____
Apprenticeship	_____	_____	_____
Pre-Release Program	_____	_____	_____
Vocational-Prison Industry Program	_____	_____	_____

D. Financial Information

1. What was the total state allocation for correctional education in FY '86? \$ _____

2. How many dollars did the State Department of Corrections receive in FY '86 from each of the following:

Adult Basic Education	_____
Library Services Construction Act (LSCA)	_____
State Department of Education Vocational Funding (state funding)	_____
State Department--Carl Perkins Flow-through	_____
Special Education Funds (PL 94-142)	_____
Job Training Partnership Act	_____

3. What has been the overall effect of the 1 percent set-aside in the Carl Perkins Act for correctional education in your state?

E. Educational Programs

1. Is the Department of Corrections in your state currently under litigation for the lack of educational programs in the correctional system?
_____ yes _____ no

Comment:

2. Does the Department of Corrections currently have a coordinated program of vocational and prison industry in place?
_____ yes _____ no

2a. (If yes), at how many of the state's institutions does such a coordinated program exist? _____

3. Please list the most important issues or problems facing you and your department regarding the provision of correctional education:

1. _____

2. _____

3. _____

4. A number of states have been asking for information concerning unique funding and administrative arrangements states have regarding juvenile programs. If you have such information, please use the space below to provide same or please attach documentation that could be shared:

5. Does your state support and operate career guidance programs as a part of the overall educational programs? _____ yes _____ no
5a. (If yes), could you briefly describe the central features or attach a description of the program or activities:

6. If the National Academy along with the National Corrections Education Consortium would work together in providing national/state or regional inservice training workshops, what would be the three highest priority topics that should be considered for each of the following:

Administrators	1	_____
	2	_____
	3	_____
Teachers	1	_____
	2	_____
	3	_____
Counselors	1	_____
	2	_____
	3	_____

7. What are the three priority issues that need further research or product development if monies were available:

- 1 _____
- 2 _____
- _____

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